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DESIGN FOR DEVELOPMENT:

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A Status Report on The Toronto-Centred Region

The Honourable W. Darcy McKeough
Treasurer of Ontario and Minister of Economics

The Government of Ontario / August 1971



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A STATUS REPORT ON THE TORONTO-CENTRED REGION

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PART I

INTRODUCTION

The report, Design for Development: The Toronto-Centred Region, released on May 5 of last year, described the Province's basic considerations and objectives for the orderly growth and development of the Toronto-Centred Region. The development principles and objectives outlined in the report were supported by the earlier MTARTS proposals and the public response to them. The report also indicated the general direction which the Province recommended in terms of planning for the future of the Toronto-Centred area and the people who will be living and working in the region over the next 30 years or more.

Our planning for the Toronto-Centred Region is being carried out within the framework of the overall growth and development of the Province as a whole and the objectives of Design for Development as outlined in the White Paper tabled in the Legislature in April 1966.

The events of recent years, related generally to the problems of rapid urbanization in some regions, and low incomes and high unemployment in other regions, have made us even more determined to plan for the balanced development of the province as a whole. The problems associated with rapid urbanization are particularly apparent in the Toronto-Centred Region. Land prices are escalating so rapidly that an increasing number of people are facing great difficulty in financing a home of their own; or alternatively, are having to live long distances away from their place of work, and commute for several hours a day. Congestion, pollution and noise are increasing at an alarming rate, accompanied by a deterioration in certain neighbourhoods and a loss of the highly valued sense of community identity.

It is for these reasons, accompanied by a solid endorsement of public response in the briefs and submissions which have been received, that we decided to accept and carry forward as Government policy the basic principles and objectives of the Toronto-Centred Region development concept. We affirmed our intentions in the Budget Statement of April 26 where it was indicated that "the Government has decided to endorse the principles of this basic plan as the guideline for Provincial decision-making in the Toronto-Centred Region."

PART II

REFINEMENT OF THE DEVELOPMENT CONCEPT

Since the release of the May 1970 report we have proceeded along a number of fronts, and have made several institutional changes.

In addition to a number of public discussions and presentations - some 40 or 50 in all - we have received close to 200 briefs and submissions from regional development councils, municipalities, associations and private citizens. While there are a number of criticisms of certain aspects of the development concept, the overall public reaction has been favourable, particularly to our proposals for channelling growth within the highly urbanized parts of Zone 1 and stimulating growth outward from the centre to specified areas in Zone 3 and indeed the remainder of the Province. Many of the comments in the briefs will be incorporated in the comprehensive and refined development plan, which will appear subsequently. Some of the suggestions have already been included as modifications to the original development concept. For example, the submission from the Central Ontario Regional Development Council recommended a re-examination of the northern corridor through Newmarket in the light of difficult servicing problems. Our decision for the development of this corridor is outlined in Part III. The Lake Ontario Development Council has asked for a re-examination of the phasing of the eastern growth area around Port Hope-Cobourg. We believe our recommendation for this area, as outlined later, meets this request as well.

Other modifications to the development concept have either been made or are under active consideration in response to the numerous recommendations that we have received over the last year.

As we indicated at the time of the release of the Toronto-Centred Region report, the Province has used the development concept as a guide in the consideration of municipal official plans, amendments and subdivision proposals. More particularly, since the endorsement of the concept in the Budget Statement, it has been used as a working guide for the various provincial departments and agencies involved in major development proposals of regional significance. The provision of highways and other transportation facilities, the location, capacity and timing of major water and sewage facilities and the location of electrical generating and transmission facilities, public buildings, parks and open space areas, are all being co-ordinated with the development concept for the Toronto-Centred Region. In some cases, our priorities for the refinement of the development concept have been altered to facilitate the need of some departments and agencies for early decisions on certain aspects of the development plan. ✓

The Toronto-Centred Region development concept, its affirmation as Government policy in the Budget Statement, and subsequent refinement is directed towards the provision of a sound basis for public and private decisions within the framework of a co-ordinated set of governmental objectives.

Immediately after the release of Design for Development: The Toronto-Centred Region, we began the difficult and time-consuming process of articulating and refining the development concept. For certain parts of the concept (such as the Parkway Belt which is relatively self-contained), we were able to establish interdepartmental task forces; other components are being elaborated simultaneously. (Transportation requirements, for example, are dependent on the way in which population throughout the region is allocated; and to some extent population allocation is constrained by the possibilities and cost of transportation facilities. The two therefore go hand in hand in the refinement process.)

Implementation of the development plan is a major part of

the refinement process. The range of implementation measures available to the Province includes public works, development controls and various types of incentives. All of these measures are being investigated as to their suitability and applicability in the Toronto-Centred Region. For example, the Equalization of Industrial Opportunity Program is being reviewed in the light of our regional development objectives. Before the end of this year we hope to announce our decision on a revised EIO Program.

Some of the early results of the refinement process are outlined in Part III of this report. As will be readily apparent, however, we have by no means completed the task.

Since our regional development planning touches on almost every aspect of Provincial jurisdiction, the ultimate co-ordinating body for the on-going program is the Cabinet. In addition, a Cabinet Committee on Economic and Regional Development has been established to prepare recommendations for Cabinet under the chairmanship of the Treasurer and Minister of Economics, the Minister responsible for the Regional Development Program. The Cabinet Committee meets regularly to review and co-ordinate proposals that have significant impact on the economic policies and regional development plans of the Government. The Advisory Committee on Regional Development comprised of the deputy ministers of the departments most directly involved in the overall economic development of the province, reports to the Cabinet Committee. The Advisory Committee is assisted by a number of special purpose interdepartmental committees and task forces. The Regional Development Branch of the Department of Treasury and Economics carries the main burden of refining the development concept. Recently personnel from a number of departments have been seconded to the Branch to assist in the refinement process. In all, almost every department of the Provincial Government is directly involved in one way or another in the development planning for the Toronto-Centred Region.

PART III

THE DEVELOPMENT CONCEPT

The structure of the urbanized area

When we accepted the development concept as Government policy in the Budget Statement on April 26, we reaffirmed the basic principles and objectives as contained in the May 1970 report. For the foreseeable future, therefore, the major urbanized area of the Toronto-Centred Region will be limited to the two-tiered system of centres as outlined for Zone 1 in the initial report - the lakeshore tier of urban communities and the northern tier adjacent to the Parkway Belt System. Within the single labour and housing market of this urbanized area, it is the Government's intention to stimulate growth in the eastern corridor to reduce to some degree the pressure in Metropolitan Toronto and to a lesser extent the western corridor, both of which are showing the effects of congestion and excessive land prices.

Not all of the area in Zone 1 is suited to immediate large-scale growth. The provision of trunk services, whether sewers, water, transit or communications is expensive and must be rationalized. Centres in Zone 1 will not be allowed to expand to their ultimate capacity immediately. In general we will assist and encourage growth in a compact form, properly staged by the economies of servicing. This policy will be limited only by the need to maintain an adequate supply of serviced land in addition to immediate requirements, especially for housing.

The Parkway Belt

Of all the public responses which we have received since the release of the report in May 1970, one of the most gratifying has been the endorsement of our decision to establish the Parkway Belt. Public agencies and utilities and a number of private utilities have expressed an interest in the corridor aspects of the Parkway Belt while municipal governments, regional development councils and private citizens have encouraged us to proceed with its open space aspects.

The Parkway Belt System is being planned in an east-west direction between the lower and upper tier centres and in a north-south direction to preserve the individual identity of the centres. The width of the Parkway Belt will vary depending on the function that it is planned to perform in each area. Throughout various parts of the Parkway Belt System, one or more of the following functions will be included:

1. Service or utility corridor
Transportation and utility links between centres within the urbanized area and transportation and utility facilities passing through the urbanized area.
2. Urban limiter or separator
To separate identifiable communities and stop continuous urban sprawl.
3. Environmental buffer
To diminish perceived noise, visual impact and pollution effects caused by the transportation system.
4. Low intensity uses
The preservation of lands for low intensity uses such as stadia, parks and institutional buildings, as well as the preservation of open space with a high recreation potential. For example, the Parkway Belt System widens considerably at its intersection with river valleys.

To date our delineation of the Parkway Belt has not proceeded far enough to make the details of the system publicly known at this time.

We have completed and made public only one section of the Parkway Belt. In the Burlington area, after consultation and discussion with the Municipality, we have decided on a Parkway Belt of approximately 2,000 feet in width running along the Niagara Escarpment with a scenic road 100-150 feet below the top of the Escarpment. Highway 403 in this area will remain in its previously designated location.

We are proceeding with the planning of the Parkway Belt in consultation with the other municipalities, as well as private utilities and others, and hope to complete the refinement of the system early next year.

We considered the possibility of using the Parkway Belt for Ontario Hydro's 500 k.v. transmission line between the Nanticoke and Pickering generating stations. Unfortunately this possibility was ruled out for technical reasons related mainly to the problems of underground transmission in the vicinity of the airport. However, Ontario Hydro will be placing most of its lower voltage systems and feeder facilities within the Parkway Belt. The 500 k.v. line will be located in Zone 2 of the Region crossing the townships of Nassagaweya, Eramosa, Erin, Chinguacousy, Albion, King, Whitchurch, Uxbridge and Pickering. The precise location will be discussed with the various municipalities before any final decisions are made.

Modifications to Zone 1

We have made some minor modifications to the Zone 1 boundary. These are outlined below.

1. In the Hamilton area, Zone 1 will be enlarged, in consultation with local authorities, when a number of development concepts for the metropolitan area have been prepared for evaluation as part of the regional development program for the Niagara (South Ontario) Region. The ring-road concept tendered to the Government by the Hamilton City Planning

Board will be included among the schemes.

2. In the Milton area the Zone 1 boundary will be straightened to include the present town of Milton and adjoining lands to the west. The new boundary is intended to indicate the ultimate northern limit of the second tier of communities comprising the lakeshore corridor in its eventual full state of development. For the immediate future, however, the growth of Milton will depend on the extent to which the Municipality is able to provide water and sewage services.
3. In the Brampton area the Zone 1 boundary will be extended northward to include the approximate area covered by the Township of Chinguacousy Official Plan Amendment No. 2. The precise area will be determined in consultation with the local authorities and any developments will have to be consistent with the overall population allocation for the South Peel area.

The inclusion of these areas in Zone 1 must not be interpreted as endorsement for immediate large-scale development. Rather, as indicated earlier, the growth of urban centres in Zone 1 must be orderly, compact and properly staged.

The Zone 1 boundary in the remainder of the region, as designated on May 5 of last year, is appropriate at least for the foreseeable future.

Transportation

The development concept for the Toronto-Centred Region represents a deliberate attempt to structure future growth according to a defined pattern so as to achieve our social, economic and environmental objectives. To this end the transportation system is crucial. Our decision not to allow the extension of the Spadina Expressway was made with this in mind. Our concern for transportation goes far beyond the immediate cost and efficiency comparisons. As the Prime Minister stated on June 3 of this year, "if we are to serve

adequately and sensibly the transportation needs of the Toronto area---- we must place our reliance on means and methods other than those which will encourage and proliferate the use of the passenger car as the basic means of transportation." With these considerations in mind, we have concluded that we must prevent urban sprawl facilitated by the use of the automobile and the related deterioration of neighbourhoods faced with increasing noise, pollution and traffic injuries and fatalities.

It is for this reason that we are most anxious to ensure that our options for rapid transit in the future are not curtailed prematurely by short run decisions. Accordingly, in our refinement of the Toronto-Centred Region Concept, we are taking steps to protect the regional interest and the interests of the people of the region in so far as transportation is concerned. The Metro Centre proposals are a case in point. Included in the Metro Centre developments will be one of the region's major transportation terminals. The type and scope of the transportation facilities planned for this development will be crucial in determining the region's interaction with the primary centre of Toronto.

Similarly we are anxious that our mass transit options are not diminished by any proposals for the redevelopment of the North Toronto (C.P. Railway Station) which might limit these facilities for the possible future use of an upper tier regional transit system.

Moreover we are encouraged by the degree of co-operation that we have received from the federal Ministry of Transport with respect to the review of existing rail lines for possible future commuter use, and the location of the second International Airport. We believe strongly that the location of the airport can be a major stimulus to the development of the region, and that its location should not be dependent solely on the current direction of population trends.

Population Allocation

As we indicated in May 1970, one of the most important parts of the refinement of the development concept is the appropriate allocation of population within the region to meet our overall development objectives. And this task is by no means complete.

We proceeded initially in our population allocation studies in the area immediately adjacent to Metropolitan Toronto. Our decision to investigate this area first was due mainly to the fact that the Ontario Water Resources Commission was either planning or actively investigating the possibilities of major water and sewage servicing projects. Accordingly our first population allocations are for the South Peel Servicing Area, the Central York Servicing Area and the Woodbridge area. The urban centres within these servicing areas are shown in Plate 2.

In the South Peel Servicing Area our overall population allocation is approximately 950,000. Within this total we have recommended the following distribution range for each major urban area:

| <u>Urban Area</u> | <u>Population</u> |
|---|-------------------|
| Mississauga (South of the Parkway Belt) | 430-440,000 |
| Streetsville-Erin Mills - Meadowvale | 200-210,000 |
| Brampton-Bramalea | 265-275,000 |
| Mississauga - Malton | 30- 35,000 |
| TOTAL | 925-960,000 |

We intend in the near future to discuss these population allocations with the municipalities affected to ensure that provincial and municipal development strategies are co-ordinated towards the same overall aims and objectives. In the meantime the Ontario Water Resources Commission is proceeding to plan the capital facilities for the South Peel Servicing Area on the basis of this

total population allocation

In the Central York area our overall population allocation is approximately 400,000. Within this total we have recommended the following distribution range for each major urban area:

| <u>Urban Area</u> | <u>Population</u> |
|-------------------------|-------------------|
| Newmarket - Aurora | 45- 50,000 |
| Richmond Hill | 60- 67,000 |
| Markham - Unionville | 20- 21,000 |
| Maple | 4- 5,000 |
| North Metro fringe area | 90- 95,000 |
| Cedarwood | 40- 75,000 |
| Southwest Pickering | 110-115,000 |
| <u>TOTAL</u> | 369,000-428,000 |

The North Metro fringe referred to above is the area north of Steeles Avenue up to future Highway 407 between Highway 400 and future Highway 404. Cedarwood is one of the designated second tier of urban centres in the eastern corridor.

On the basis of these population allocations the Ontario Water Resources Commission has been instructed to explore the possibilities and costs of a major servicing scheme in the Central York area.

We are encouraged by the degree of co-operation that we have already received from both the Regional Municipality of York as well as Metropolitan Toronto. Indeed we would hope that the newly formed Policy Liaison Committee - York Metro will be able to give further consideration to these population allocations. It is not the Province's intention to specify unilaterally specific population targets for each urban centre within the York Region. This is more appropriately the responsibility of the Regional Municipality. Indeed one of the main reasons for establishing regional governments is to encourage meaningful

planning at the regional level. If some shifting of population within the Region's total better meets the objectives of the Regional Municipality, then such proposals would be considered by the Province.

In the Woodbridge area, which lies outside both the South Peel and Central York sewage catchment areas, the population must be limited to roughly 15,000 - 20,000 for the foreseeable future, assuming services can be provided at reasonable cost.

As the figures for each of the three areas indicate, we are prepared to permit a substantial increase in population compared to the present levels. It must be clearly understood however, that in all three areas these are maximum population allowances which we do not anticipate will be fulfilled until beyond the year 2000. This is particularly the case in the South Peel and Woodbridge areas and that part of the Central York Servicing Area which extends into Zone 2. In the Southwest Pickering Area, our strategy of stimulated eastern growth may call for a higher population allocation.

We are proceeding with our population refinement studies for the remainder of the urban areas in Zone 1 within the overall allocation of 5.7 million people. In the west, the Oakville-Burlington-Hamilton Sector remains to be refined. In the east, the OAPADS reports will be used as an input to population allocation in this area. While we are disappointed that the OAPADS Committee did not come to conclusions, nevertheless, a good deal of valuable information has been gained from the reports which it has sponsored.

We hope to complete most of our population refinement studies for Zone 1 by the end of this year. In the meantime, the municipalities affected by the population allocations specified above would be well advised to begin reviewing their Official Plans and Amendments to determine the extent to which changes might be desirable in the light of these allocations.

Beyond the urbanized area

The public response to our development objectives for Zone 2 was the most favourable of all of the proposals that we put forward in the May 1970 report. The overwhelming majority of briefs and submissions supported the objective of keeping the urbanizing influences along the lakeshore in a well-structured urban system, thereby retaining the northern areas as much as possible in their present state of low intensity development. With the exception of the northern corridor of cities up to Newmarket therefore, our policy is to maintain land use essentially in its present form, that is, mainly agricultural, recreational and open space. The modest natural growth that takes place will be encouraged into the existing urban communities. Population growth in the remaining smaller communities outside the northern corridor will only be facilitated if the community can demonstrate that it is self-sufficient in the provision of services at acceptable provincial standards. For these reasons large urban development proposals such as Century City in the vicinity of Stouffville, and Centennial City and Castlemore to the west of Kleinburg will not be permitted.

The Northern and Eastern Growth Areas

A major part of the development strategy for the Toronto-Centred Region is the stimulation of two growth areas within easy access of Metropolitan Toronto but outside the normal range of commuting. In the May 1970 report two areas were selected, one to the north in the vicinity of Barrie and Midland and one to the east in the Port Hope-Cobourg area. It is intended that these areas will act as viable alternatives to a Toronto location for certain kinds of future economic activity. Before formulating firm development policies in the northern and eastern growth areas, we have decided to sponsor a municipal task force for each area in conjunction with the Regional Development Councils, to act in an advisory capacity in our consideration of:

- the appropriate development strategy for the area;
- the capacity of the area to accomodate a rapid growth of population and economic activity, and the implications of this for municipal government; and
- the kinds of industry that would best achieve our development objectives, given certain environmental constraints.

In the Northern area, we recommend that the task force include representatives of the four largest urban centres, Barrie, Orillia, Midland and Collingwood. A major factor in the consideration of the northern growth area is the impact of rapid urbanization and industrial growth on Lake Simcoe and to a lesser extent Georgian Bay, in terms of urban-industrial wastes, and the related impact on the recreational potential of both Lake Simcoe and the southern Georgian Bay Area. An equally important factor is the effect of stimulated growth in this area on the development potential of the more northern regions of the province, particularly the North Bay - Sudbury area. It is intended to co-ordinate development policy for the North-Simcoe area with development policy for the whole of Northeastern Ontario in order to ensure that the development strategies for the areas reinforce each other rather than induce competitive economies.

In the eastern growth area, we are encouraged by the fact that the four municipalities of Port Hope, Cobourg, Hope Township and Hamilton Township have already begun to give collective consideration to planning on the basis of a rapid build-up of population and economic activity. We have decided to sponsor this joint undertaking to advise us on appropriate development policies in the same manner as the northern communities. Our reaffirmation of the eastern growth area does not mean however that we anticipate slower growth in adjacent centres such as Peterborough and Lindsay. On the contrary we would anticipate that Peterborough and Lindsay would grow at least as rapidly as they have in the past. Moreover, as in the case of the northern area, development strategies in the Port Hope-Cobourg area will be designed in such a way as to reinforce the regional development strategies

for the remainder of the Lake Ontario region and the whole of the Eastern Ontario region.

In each of the growth areas we hope that the municipalities will be able to work effectively together in an advisory capacity to the Province, in determining an acceptable development strategy for each area.

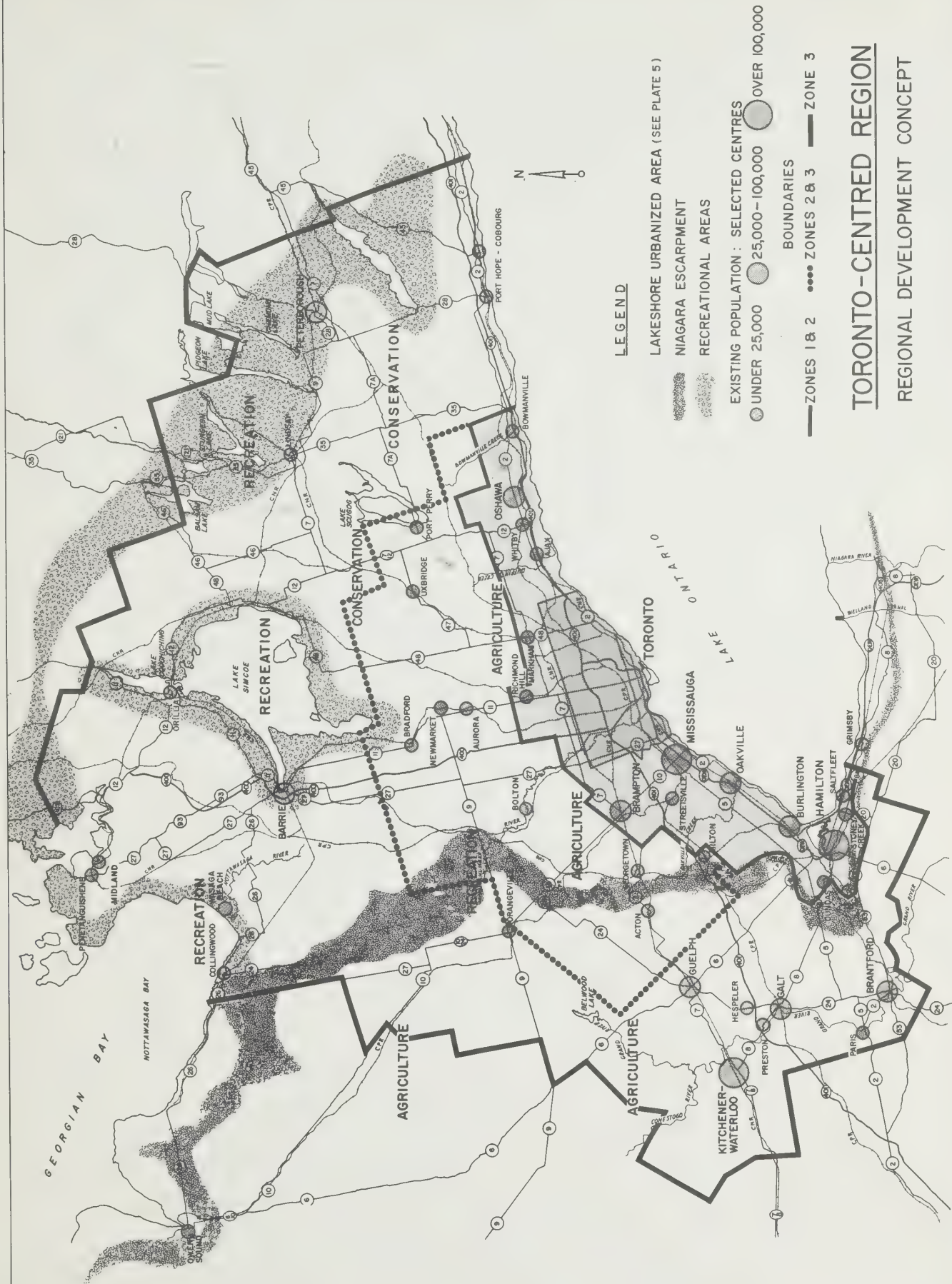
We are encouraged by the response that we have received from the Federal Government, particularly the newly established Ministry of State for Urban Affairs, to our proposals for channelling some of the future growth away from the greater metropolitan area. We look forward to working very closely with Mr. Andras' Ministry in the formulation and implementation of many of our development policies.

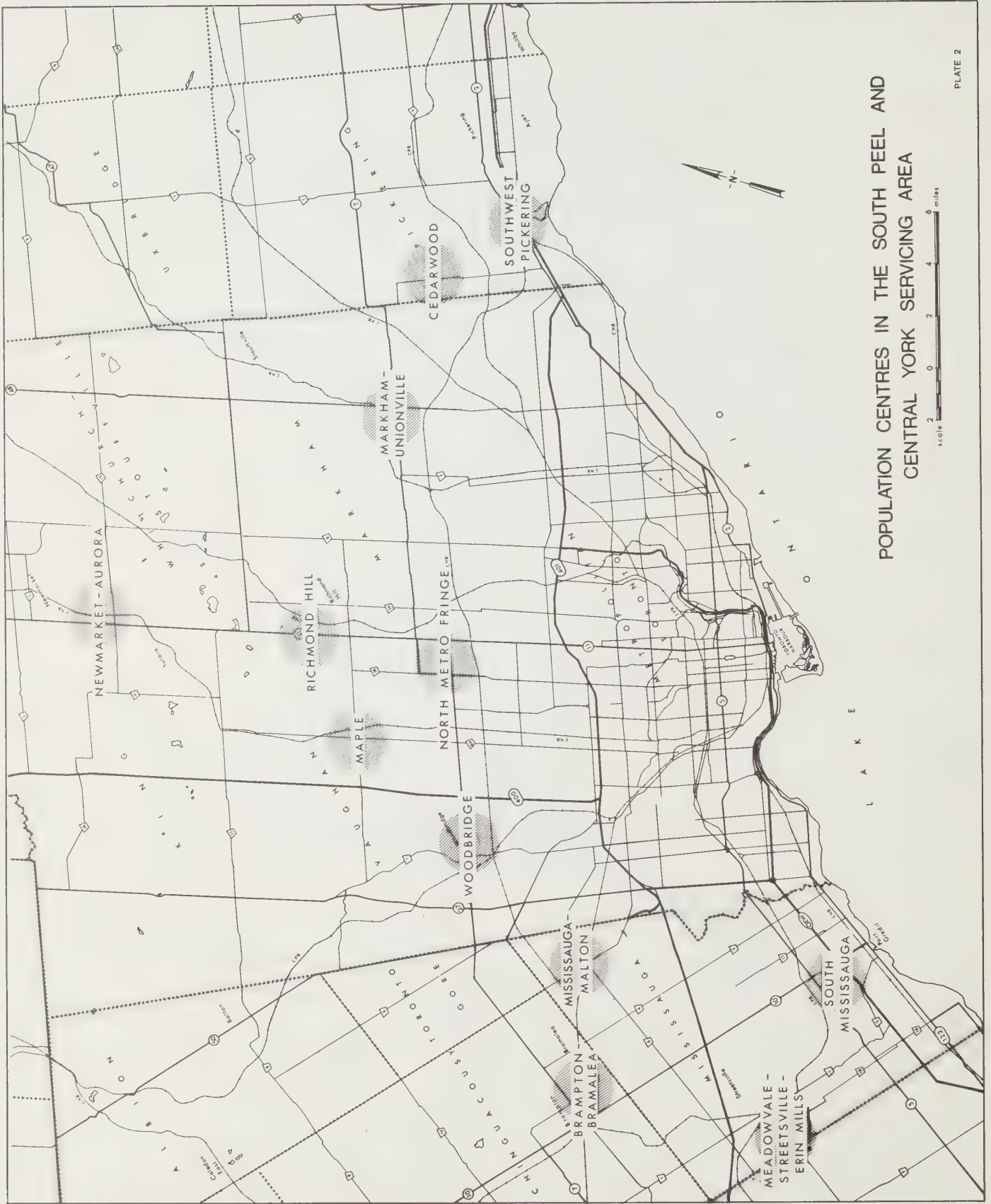
Conclusion

It will be readily apparent from the policy changes outlined above that we still have a long way to go before we have a completely refined development plan for the Toronto-Centred Region. At this stage, however, we feel that we have made enough decisions on a number of outstanding issues and conflicts to combine them into this policy statement.

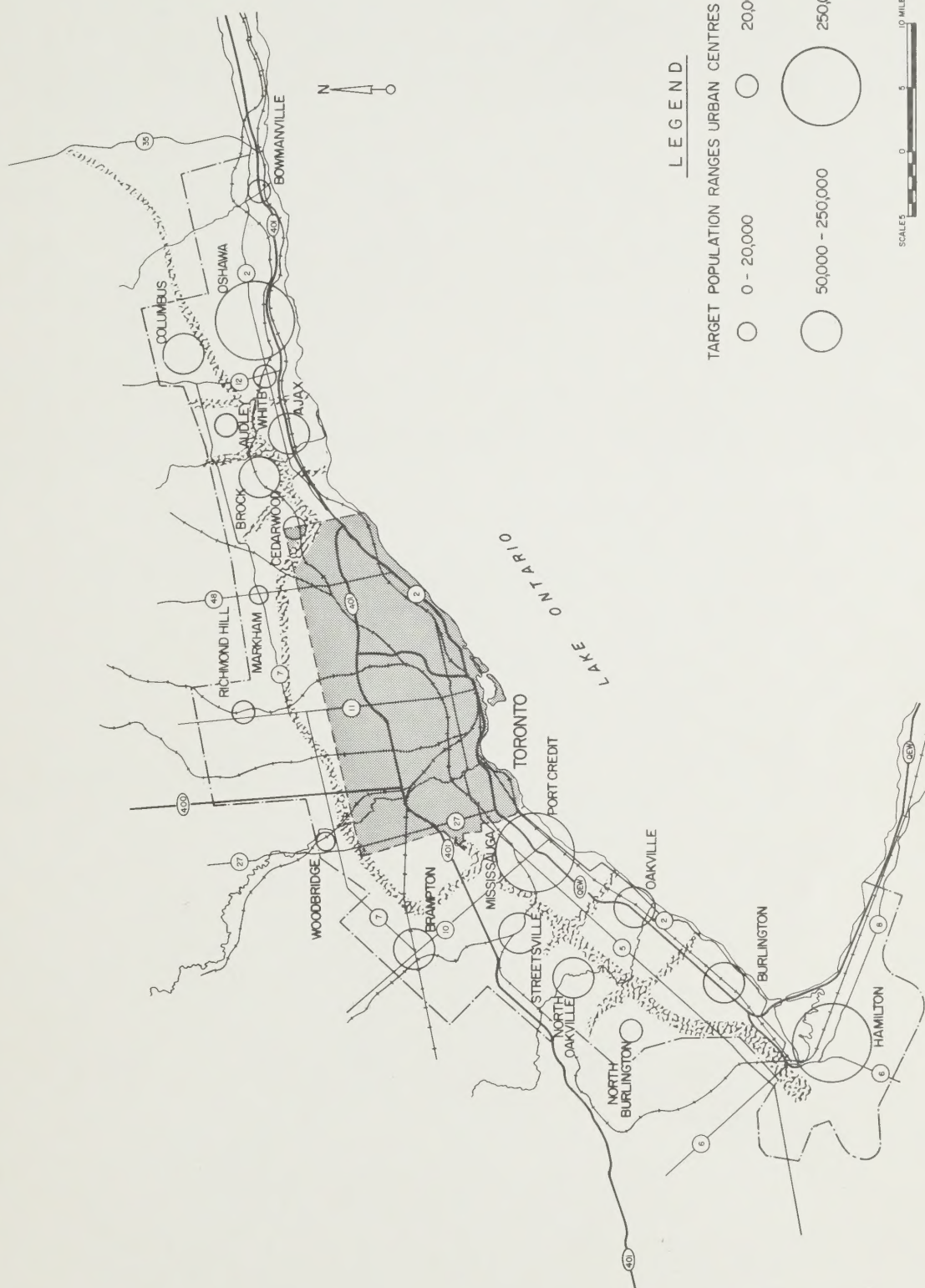
We hope with the guidelines outlined here, that we can now proceed jointly with the municipalities in the region to plan a better future for our citizens of today and tomorrow. In the meantime, we are proceeding with our comprehensive refinement program for the Toronto-Centred Region.

In conclusion, we would stress that, implicit throughout this statement, is that our plans have only one overriding focus and objective — to enhance the quality of life for our people. Our Toronto-Centred Region planning is deliberately designed to provide better services and an enriched life, in all its dimensions, not only for our generation but for future generations as well.





POPULATION CENTRES IN THE SOUTH PEEL AND
CENTRAL YORK SERVICING AREA



LEGEND

- TARGET POPULATION RANGES URBAN CENTRES YEAR 2000
- 0 - 20,000
 - 20,000-50,000
 - 50,000 - 250,000
 - 250,000 AND OVER



TORONTO -CENTRED REGION DEVELOPMENT CONCEPT FOR ZONE I



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